



CENTRAL NATIONAL MUSEUM
OF
ART, ARCHAEOLOGY AND ANTHROPOLOGY
(REPORT OF THE GWYER COMMITTEE)

NEW DELHI: PRINTED BY THE MANAGER
GOVERNMENT OF INDIA PRESS: 1946

CONTENTS

	PAGES
1. Terms of reference, etc.	1
2. Part 1.—The scheme as a whole	1
3. Part 2.—The scheme by stages	7
4. Appendices :	
A. Annual Expenditure	10
(i) Total	10
(ii) Details	10
(iii) In three stages	12
B. Notes on the Site, by the Chief Architect	13

CENTRAL NATIONAL MUSEUM
OF
ART, ARCHAEOLOGY AND ANTHROPOLOGY
REPORT OF THE GWYER COMMITTEE

I. TERMS OF REFERENCE

1. In the Inter-departmental meeting of the 10th September 1945 the scheme for the establishment of a Central National Museum of Art, Archaeology and Anthropology was accepted in principle. Thereafter Government decided to appoint a small committee to frame the details for the establishment of such a museum with special regard to :—

- (1) The functions (powers, etc.) of the Museum.
- (2) Its general administration.
- (3) Its internal organization.
- (4) Its site.
- (5) Its building (including the possibility of progressive construction).

II. COMPOSITION OF THE COMMITTEE

1. Sir Maurice Gwyer, K.C.B., K.C.S.I., *Chairman*.
2. Sir John Sargent, C.I.E.
3. Mr. H. A. N. Medd, F.R.I.B.A.
4. Mr. V. Narahari Rao, C.I.E.
5. Mr. H. V. R. Iyengar, C.I.E., I.C.S.
6. Mr. G. S. Bozman, C. S.I., C.I.E., I.C.S.
7. Dr. R. E. Mortimer Wheeler, M.C.
8. Dr. S. N. Sen.
9. Dr. B. S. Guha.
10. Dr. D. M. Sen.
11. Dr. N. P. Chakravarti, O.B.E., *Secretary*.

III. MEETINGS

3. The Committee met at Simla on the 13th and 14th of May, 1946. The Finance Department was represented by Mr. A. S. Lall, I.C.S., in place of Mr. Narahari Rao. Mr. Iyengar was unable to be present but has approved the Report.

PART I—THE SCHEME AS A WHOLE

IV. SCOPE OF THE MUSEUM

4. The Committee is of opinion that the museum should comprise a Directorate and five Departments, namely : 1. Art. 2. Prehistoric Archaeology. 3. Historic Archaeology (Buddhist, Jaina, Brahmanical, Muslim). 4. Numismatics and Epigraphy. 5. Anthropology (Cultural and Physical). There should also be a Circulating Department, a Library and a Chemical Laboratory.

5. The *Directorate* should consist of a Director and an Assistant Director, whose duties would include publicity and liaison, a Secretary, a highly qualified Librarian, and a Superintendent of Publications. It should also include a guide-lecturer for each of the five main Departments. (For details see Appendix A).

6. The Director must be a scholar with special knowledge of one or more branches of the Museum's work, and with approved experience of museum administration. Upon his energy and enterprise the utility and reputation of the Museum will mainly depend.

7. Special attention is drawn to the importance of the Librarian in this scheme. The Library, though not generally open to the public, would be available not only to the Museum staff but also to approved research students and scholars, whom the Librarian must be fully competent to guide in regard to published material in all branches of the Museum's work. He must therefore himself be a man of wide learning, as well as a trained library technician. It may be recorded that the most successful Director of the British Museum in recent times was previously its Chief Librarian.

8. The guide-lecturers will represent an important function of the Museum as a popular educational institution. Experience in other countries has shown the outstanding value of a regular series of good popular lectures, both for schools and for the general public. The Departmental staffs will also be expected to lecture as occasion requires.

9. *Departments.*—The staffs of the various Departments are set forth in Appendix A. Their organization should, so far as possible, be uniform, and the details in the Appendix are based on similar departments in other national museums.

10. The function of the Art Department should be to represent Indian pictorial and sculptural art (including illuminated manuscripts) from the earliest periods until recent times, including examples of the higher craftsmanship of artistic value, but would not include either modern Indian art or the art of countries remote from India or unrelated to traditional Indian cultures. It is assumed by the Committee that a National Gallery of Art will eventually be established and will cover this wider range.

11. Attention is drawn to the potential value of a Circulating Department which, by preparing and sending out classified loan collections to towns and educational institutions throughout India, can fill a long-felt educational need. The model taken for this Department is the Circulating Department of the Victoria and Albert Museum, London, which for many years has played an important part in the educational life of the United Kingdom.

V. HIGHER ADMINISTRATION

12. On the analogy of other institutions of the kind, it is recommended that the Museum should be controlled by a Governing Body operating mainly through a Committee of Management. In addition, it may be found desirable to have small Departmental Advisory Committees of experts.

13. The *Governing Body* should include representatives of appropriate Government Departments together with non-officials representing various special interests. Its powers and functions should be as follows:—

- (1) In accordance with the successful precedent of the British Museum it should be autonomous subject to such conditions as the Government of India may attach to their block-grant (see below, paragraph 17).
- (2) It should review and approve the budget prepared by the Committee of Management and submit it to the Government of India, but would not normally deal with administration nor with the detailed allocation of the block-grant.
- (3) It should receive and publish the annual report submitted to it by the Committee of Management.
- (4) It should appoint the Director, but not the other officers, through an *ad hoc* committee of its members sitting with a representative of the Federal Public Service Commission.
- (5) It should as need arises instruct the Committee of Management in matters relating to general policy.
- (6) It should act generally as a link between the Museum and official and public interests.

It should consist of :

1. Nominees of the Central Government (Education Department, Finance Department, Department of Information and Art, Heads of three appropriate Surveys, Government Architect, Director of Archives)	7
2. Nominees of the Central Legislature	8
3. Nominees of Provinces (one each)	11
4. Nominees of States	7
5. Nominees of universities	5
6. Nominees of learned societies and institutions	7
7. Individuals nominated by the Government	10
Total	<u>65</u>

The Chairman would be nominated by the Governor General from the members of the Governing Body. Normally members would be elected or appointed for three years and would be eligible for re-election or re-appointment for not more than one further consecutive term. In order, however, to avoid an excessive change of personnel at the end of the first three years, one third of the members initially elected or appointed would retire at the end of the first year and one third of the remainder at the end of the second year, the method of retirement to be determined by the Governing Body.

14. The *Committee of Management* should consist of :

1. The Director of the Museum, *ex-officio*.
2. One representative from each of the seven categories composing the Governing Body, to be elected by that Body.

The representative of the Central Government should be its Chairman. Keepers of the Museum Departments would be in attendance at its meetings but would not vote.

The functions of the Committee of Management should include :

- (a) The general management of the Museum, subject to the specific powers reserved to the Governing Body.
- (b) The preparation of the annual budget.
- (c) The allocation of the Government grant, and the readjustment of expenditure from time to time as may be deemed necessary.
- (d) The formulation of policy, subject to the general approval of the Governing Body.
- (e) The appointment of the gazetted officers of the Museum other than the Director, acting normally through an *ad hoc* Appointments Committee of its own members sitting with a representative of the Federal Public Service Commission. It should have the power of varying the initial pay of officers within the minimum and maximum limits laid down. It should be entitled, when absolutely necessary, to exceed the normal maximum but would be required promptly to report such action to Government.
- (f) The preparation of an annual report for presentation to the Governing Body.

The Committee of Management would meet as required but in any event not less than three times a year. The availability of its members would therefore be considered by the Governing Body in their selection.

15. If the Governing Body should decide that *Departmental Advisory Committees* are desirable, these would be appointed by the Director in consultation with the appropriate Keeper or Keepers. They would normally consist of specialists in the work of the Department or Departments concerned.

16. Except in so far as the Surveys are represented on the Governing Body (paragraph 13), the Museum should be administratively independent of them. The main bulk of the Departmental libraries of the Archaeological and Anthropological Surveys should, however, be amalgamated as soon as possible with the Museum library, which would be fully available to the staffs of the Surveys. Furthermore, it is assumed that the Museum and the Surveys would co-operate closely with one another, the latter acting in some measure as collecting agencies of material and information for the former. It would be found useful in practice from time to time to second officers of the Museum to the Surveys for limited periods for training and experience in fieldwork.

VI. FINANCE

17. Certain aspects of Finance have been dealt with above. The essential principle should be that an annual budget prepared by the Committee of Management and approved by the Governing Body is submitted to Government, and on the basis of this budget Government would make a block grant. With the budget, or before its submission, the audited accounts for the previous financial year should be submitted through the same channels for scrutiny. Unless special circumstances arise, however, the Government of India would not control the detailed allocation of the block-grant; this should be at the discretion of the Governing Body through the Committee of Management. It is to be expected, however, that an explanation would be required by Government of any substantial deviation from the allocations anticipated in the appropriate budget.

18. The budget should normally include provision for :

(a) *The staff.*

(b) *A purchase fund.* This should be cumulative and of moderate size—one lakh per annum is suggested. This small grant would not enable the Museum to acquire important collections, but it is recommended that when an exceptional collection comes into the market application for a special additional grant should be made through the proper channels. In an emergency, the Director should have power to make such an application immediately to Government without reference to the Committee of Management or the Governing Body, but, in that event, a full report would of course be rendered to them at the earliest opportunity.

(c) *Travelling allowance.* A liberal provision for *travelling* is essential to enable the staff (particularly but not exclusively of the Department of Anthropology) to contact material at source. It would also be required in connection with the Circulating Department, for lecturing, and for general liaison. Furthermore, it is essential to include provision for sending officers overseas on carefully planned tours so that they may familiarise themselves with the administration of first-class museums in other parts of the world. It is anticipated that for this purpose one officer would be sent abroad each year.

(d) *A contingencies fund* is essential for the normal working of the institution. It would cover petty expenditure, together with such items as the purchase of library-books, the preparation and transmission of specimens, the fitting up of show-cases, dioramas, etc. A total sum of one lakh of rupees is estimated as the minimum necessary for these purposes.

VII. SITE

19. Various sites have from time to time been suggested for the Central National Museum but since the preparation of the original lay-out of New Delhi the site officially allocated has been at the Kingsway-Queensway crossing. After considering various alternatives, the Committee is of opinion that this site offers the best practical prospects.

The site in question was planned to contain four buildings, each of them flanked by the two main thoroughfares, and it is recommended that one of these building sites be allocated to the Museum. The Committee expressed the hope that the frontage of these buildings can be set back sufficiently to avoid intrusion upon the Kingsway vista.

20. In advocating this site the Committee has in view the potentialities of the adjacent sites. In particular, it is emphasised that any building allocated to the Central Surveys should be as close as possible to the Museum. Only so would it be feasible to maintain the close collaboration between the Museum and the Surveys that is essential to both, and only so would it be possible for the Archaeological and Anthropological Surveys to pool certain of their resources (notably their libraries) with the Museum. If it were found possible to include the Record Office and the proposed National Library building in the scheme, a further great advantage would accrue.

VIII. BUILDING

21. The external design of a building in the prominent position indicated is a matter of general policy, having regard to the architectural development of New Delhi as a whole, and lies outside the scope of this committee. It

may, however, be recorded that the most suitable plan for a museum is one that approximates in outline to a square, thus facilitating centralised control and maintenance of contact between related Departments. As regards internal design, one or more courtyards are essential. A total minimum space of 80,000 square feet would be required for exhibition, and at least 30,000 square feet for offices, laboratory, library and reserve-collections. A basement-floor of not less than 25,000 square feet would be necessary for storage. These figures are based upon a modern national museum in the U. K.

22. Although the ways and means of procuring a suitable architectural design scarcely come within the scope of this committee it is suggested that, in view of the special experience required by the architect of a large museum, the advice of the Royal Institute of British Architects be sought in this matter. It will probably be found desirable to select, on advice, a suitable architect who could work subsequently in close collaboration both with the Museum Director and with the Government Architect. In any case, the Museum Director must from the outset be consulted constantly in regard to the general plan and to its detailed development.

23. It is not possible for this Committee, on the information available to estimate the capital cost of a building of this kind with its equipment. It may be recorded, however, that the National Museum of Wales, the youngest of the national museums in the United Kingdom—a building which is the product of wide experience and research and is generally recognised as architecturally the most successful museum building in that country—was brought to a state of three-quarter completion before the war and had up till that time cost approximately £ 500,000 sterling.

PART II—THE SCHEME BY STAGES

24. The process of building and equipping a new museum on the scale indicated will necessarily be a fairly long one, and from the point of view both of administration and of finance the committee has envisaged three main stages in its growth, the first stage being itself sub-divided into two phases. On this principle, with the collaboration of the architect it would be possible to get portions of the new building into active use progressively without waiting for the completion of the whole structure. Here again the analogy of the National Museum of Wales is relevant. That museum has been brought into use almost room by room during the actual process of building.

25. In detail, the three stages are as follows :—

Stage 1—Phase I. The first essential is to select the Director and a nucleus staff for purposes of training. The appointment of this nucleus staff is pivotal

for the whole scheme, and the Committee is impressed with the necessity in this instance of anticipating the function of the Governing Body and its Management Committee, which would not themselves be in a position to function adequately without some form of central administration. Furthermore, the whole progress of the scheme is contingent upon constant supervision and direction by a trained nucleus staff. The necessary training and experience involve a carefully planned foreign tour which should include a detailed examination of the construction, administration, methods of display, etc., of certain of the best museums of Great Britain and America. It is accordingly recommended that, in addition to the Director, two Keepers representing respectively archaeology and anthropology should be appointed immediately and that these three officers should proceed overseas forthwith on a planned tour arranged by the Government of India.

26. The qualifications of the two Keepers, as of the Director (see above paragraph 6), must be of a high order. They must include suitable experience of museum-administration, together with a scholarly knowledge of some branch of the Museum's Departmental work. Of the three officers named, one should represent Anthropology and one should, if possible, be a Muslim.

27. The total annual cost of this phase is estimated at Rs. 2,25,880.

28. *Stage I—Phase II* would include the remainder of the Directorate as set out in Appendix A, together with the Departments of Art, Historic Archaeology, and Anthropology (Cultural Section), together with the Museum Chemist's Department. The Department of Art is selected as representing some of the finest manifestations of Indian culture and as deserving, therefore, a high priority; whilst the Department of Historic Archaeology, dealing as it does with much of the material from which the Department of Art must make a selection would appropriately develop simultaneously with it. The Cultural Section of the Anthropological Department is included at this stage for the reason that at the present time much cultural material of value—particularly in respect of local arts and crafts—is rapidly disappearing and its salvage is a matter of urgency. The Museum Chemist's Department is essential from the outset if the materials collected are to receive essential attention, which cannot be deferred without loss.

Stage II. At this stage the increasingly extensive prehistoric archaeology of India would be included in the Museum, and the Department of Anthropology would be completed by the addition of its Physical Section.

Stage III. To this stage have been allocated the Department of Numismatics and Epigraphy and the Circulating Department. The former is already partially covered by the Epigraphical Branch of the Archaeological Survey of India and is therefore less urgent than other Departments..

The Circulating Department would eventually form one of the most important branches of the Museum, but it will function most readily when the greater part of the Museum has been organized and when the availability of surplus material is better known.

(Signed) Maurice Gwyer (*Chairman*)

John Sargent	H. A. N. Medd	A. S. Lall
B. S. Bozman	R. E. Mortimer Wheeler	S. N. Sen
B. S. Guha	D. M. Sen	H. V. R. Iyengar

N. P. Chakravarti (*Secretary*)

10
APPENDIX A

ANNUAL EXPENDITURE

I. SUMMARY OF ESTIMATED TOTAL ANNUAL EXPENDITURE

A. Staff—

H.Q.	1,52,400
4 Departments of Art & Archaeology (each 53,220)	2,12,880
Department of Cultural and Physical Anthropology	1,13,124
Circulating Department	48,120
Museum Chemist's Department	21,720
	5,48,244
B. Purchase Fund (accumulative)	1,00,000
C. Travelling allowance	1,00,000
D. Contingencies	1,00,000
	8,48,244
GRAND TOTAL	8,48,244

II. DETAILS OF ESTIMATED TOTAL ANNUAL EXPENDITURE

A. Staff—A total annual expenditure of Rs. 5,48,244 is estimated in respect of staff, distributed as follows :—

HEADQUARTERS STAFF

GAZETTED

(Central Services, Class I)

1 Director	1,750—100—2,250
1 Assistant Director	1,250—50—1,750
1 Secretary	750—50—1,200
1 Librarian	750—50—1,200
1 Superintendent of Publications	750—50—1,200

(Central Services, Class II)

1 Assistant Librarian	400—25—600
5 Guide-lecturers (each)	400—25—600
1 Office Superintendent	400—20—600

NON-GAZETTED

(3 Stenographers, 2 library assistants, 5 clerks, accountant, cashier, 2 assistants, 3 carpenters, inferior staff)— approximately	2,828
--	-------

Total H.Q. staff (average monthly expenditure) 12,700

DEPARTMENTAL STAFFS, ART & ARCHAEOLOGY (4)

GAZETTED

(Central Services, Class I)

1 Keeper	1,000—50—1,500
1 Deputy Keeper	600—40—800
2 Assistant Keepers (each)	250—25—600

NON-GAZETTED

2 Clerks, stenographer, photographer, draftsman, 2 marksmen, 2 gallery assistants, storekeeper, and inferior staff —approximately	1,635
<i>Total Departmental staff (average monthly expenditure)</i>	<u>4,435</u>

DEPARTMENT OF ANTHROPOLOGY (CULTURAL & PHYSICAL)

GAZETTED

(Central Services, Class I)	
1 Keeper	1,000—50—1,500
2 Deputy Keepers (one for physical and one for cultural anthro- pology)	600—40—800
1 Assistant Keeper (physical anthropology)	250—25—600
5 Assistant Keepers (respectively for Northern, North-Eastern, Central, Southern and Greater Indian Cultures) (each)	250—25—600
(Central Services, Class II)	
Preparators: 2 for cultural and 1 for physical anthropology	250—25—400

NON-GAZETTED

Stenographer, 2 assistant preparators, artist, taxidermist, laboratory assistant, 2 chemical assistants, 4 gallery assis- tants, head clerk, second clerk, modeller, photographer, 2 marksmen, storekeeper, and inferior staff —approximately	3,252
<i>Total Departmental staff (average monthly expenditure)</i>	<u>9,427</u>

CIRCULATING DEPARTMENT

GAZETTED

(Central Services, Class I)	
1 Keeper	1,000—50—1,500
1 Deputy Keeper	600—40—800
1 Assistant Keeper	250—25—600

NON-GAZETTED

Stenographer, 3 clerks, photographer, draftsman, 2 marksmen, 2 gallery assistants, storekeeper, and inferior staff— approximately—	1,635
<i>Total Departmental staff (average monthly expenditure)</i>	<u>4,010</u>

MUSEUM CHEMIST'S LABORATORY

GAZETTED

(Central Services, Class I)	
1 Museum Chemist	600—50—1,000
1 Assistant Museum Chemist	300—25—600

NON-GAZETTED

Chemical assistant, laboratory assistant, 2 clerks, and inferior staff —approximately	560
<i>Total Departmental staff (average monthly expenditure)</i>	<u>1,810</u>

B.—Purchase Fund: A sum of Rs. 1,00,000 is estimated as a suitable basic purchase fund. This will be cumulative, i.e., the balance (if any) will not be surrendered at the end of the financial year. Whilst adequate for normal acquisitions, this sum is not designed to meet exceptional purchases, for which special application will be made to Government as occasion arises.

C.—Travelling allowance: Rs 1,00,000 is estimated as a reasonable sum for the purposes of the collection of material, the inspection of collections and for external lecturing and general liaison.

D.—Contingencies: Rs. 1,00,000 is estimated as a minimum sum or (a) the purchase of books, (b) the preparation and transport of specimens etc., and (c) other normal expenses.

III. RECURRING ANNUAL COST IN THREE STAGES

<i>Stage 1. Phase I (a) Nucleus Directorate</i>	65,880
(Director, 2 keepers, stenographer— assistant, accountant, 2 clerks and inferior staff)	

(b) Purchase Fund	100,000
(c) Travelling allowance	50,000
(d) Contingencies	10,000
Total	<u>2,25,880</u>

Phase II (Additional items)—

(a) Remainder of Directorate	1,28,400
(b) Department of Art	38,220
(c) Department of Historic Archaeology	26,340
(d) Department of Anthropology, Cultural Section	90,000
(e) Museum Chemist's Laboratory	21,720
(f) Contingencies	65,000
Total additional expenditure	<u>3,69,680</u>

Stage 2 (Additional items)—

(a) Department of Prehistoric Archaeology	53,220
(b) Department of Anthropology, Physical Section	23,124
(c) Increased travelling allowance	25,000
Total additional expenditure	<u>1,01,344</u>

Stage 3 (Additional items)—

(a) Department of Numismatics and Epigraphy	53,220
(b) Circulating Department	48,120
(c) Increased travelling allowance	25,000
(d) Increased contingencies	25,000
Total additional expenditure	<u>1,51,340</u>
GRAND TOTAL	<u><u>8,48,244</u></u>

APPENDIX B

Note on the site by the Chief Architect, Government of India

(Plan omitted from printed copy)

On the plan are shown, marked A, B, C, and D, the four buildings at the Kingsway-Queensway crossing as they were proposed in the original plan for New Delhi.

The present Record Office occupies a part of the site of A, but as built it does not represent a portion of A as originally intended.

It has been found that the Record Office as built is not well suited to its purpose, nor is its design suited to the purposes of a Museum, and should not be taken as a model for the design of the building which will occupy this or any other of the three sites. It is therefore proposed that it should be dismantled and that the building which takes its place, whether Museum or Record Office, should be designed more closely to suit its purpose.

In planning these four buildings it is not the intention that they should necessarily conform in their extent or their position with the original proposal as shown on the plan, since there may well be other solutions conforming with the overall needs of siting four large buildings at this important junction which will better suit the requirements than that hitherto proposed.

The four groups of buildings marked A', B', C', and D', are not intended as appendages of A, B, C, and D but have been independently proposed as possible additional Government offices should the need arise in the more distant future. Whether the need for them does or does not arise their omission would not prejudice the planning of the four independent buildings A, B, C, and D. Any extension of the Museum activities, the building of a new Record Office, the housing of the Surveys, or the building of a National Library or Art Gallery should be met by the completion of A, B, C, and D before any expansion over A' B', C', or D' is considered, since the former comprise a unit in themselves capable of standing in isolation.